Senate



General Assembly

File No. 330

February Session, 2014

Substitute Senate Bill No. 412

Senate, April 3, 2014

The Committee on General Law reported through SEN. DOYLE of the 9th Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

AN ACT CONCERNING THE ENFORCEMENT OF CERTAIN OCCUPATIONAL LICENSING STATUTES.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Subsection (c) of section 20-332 of the 2014 supplement to
- 2 the general statutes is repealed and the following is substituted in lieu
- 3 thereof (*Effective October 1, 2014*):
- 4 (c) If, after a hearing in accordance with the regulations adopted by
- 5 the Commissioner of Consumer Protection, it appears that the
- 6 provisions of this chapter or the regulations adopted under this
- 7 chapter have been violated, in addition to the penalties in this chapter,
- 8 the appropriate examining board [, or] <u>and</u> the commissioner, [or the
- 9 commissioner's authorized agent,] <u>either jointly or separately,</u> shall
- 10 report such violation to the office of the state's attorney for the judicial
- 11 district in which such violation occurred.
- 12 Sec. 2. Section 20-341 of the general statutes is repealed and the
- 13 following is substituted in lieu thereof (*Effective October 1, 2014*):

(a) Any person who wilfully or negligently engages in or practices the work or occupation for which a license is required by this chapter or chapter 399b without having first obtained an apprentice permit or a certificate and license for such work, as applicable, or who wilfully or negligently employs or supplies for employment a person who does not have a certificate and license for such work, or who wilfully and falsely pretends to qualify to engage in or practice such work or occupation, including, but not limited to, offering to perform such work in any print, electronic, television or radio advertising or listing when such person does not hold a license for such work as required by this chapter, or who wilfully or negligently engages in or practices any of the work or occupations for which a license is required by this chapter after the expiration of such person's license, shall be guilty of a class B misdemeanor, [provided] except that no criminal charges shall be instituted against such person pursuant to this subsection unless the work activity in question is reviewed by the Commissioner of Consumer Protection, or the commissioner's authorized agent, and the commissioner or such agent specifically determines, in writing, that such work activity requires a license and is not the subject of a bona fide dispute between persons engaged in any trade or craft, whether licensed or unlicensed. Notwithstanding the provisions of subsection (d) or (e) of section 53a-29 and subsection (d) of section 54-56e, if the court determines that such person cannot fully repay any victims of such person within the period of probation established in subsection (d) or (e) of section 53a-29 or subsection (d) of section 54-56e, the court may impose probation for a period of not more than five years. The penalty provided in this subsection shall be in addition to any other penalties and remedies available under this chapter or chapter 416.

(b) If the commissioner or the appropriate examining board finds (1) any person in violation of the provisions of this section, and (2) that the work activity in question is not the subject of a bona fide dispute between persons engaged in any trade or craft, whether licensed or unlicensed, the commissioner and the appropriate examining board, either jointly or separately, shall, within forty-eight hours of such finding, issue a cease work order to the person responsible for the

14

15

16

17

18

19

20

21

22

23

24

25

26

27

28

29

30

31

32

33

34

35

36

37

38

39

40

41

42

43

44

45

46

47

49 violation and deliver such order to such person. Such order shall 50 require that any person working at a worksite without a required permit, certificate or license cease work and leave the worksite 51 52 immediately. A copy of the order shall be given to the examining 53 board if issued by the commissioner, and to the commissioner if issued 54 by the examining board. The commissioner and the examining board, 55 either jointly or separately, may request a municipal building official to issue a cease work order in accordance with the provisions of 56 57 subsection (c) of section 29-261 or may notify a municipal building 58 official of the issuance of a cease work order issued by the 59 commissioner or the examining board. Any person who has been 60 issued a cease work order pursuant to this subsection may request a 61 hearing before the commissioner and the appropriate examining 62 board. Such request for a hearing shall be made in writing to the 63 commissioner not more than ten days after the issuance of such order. Such hearing shall be conducted in accordance with the provisions of 64 65 chapter 54 and shall commence not later than ten days after such 66 request.

appropriate examining board [or] [(b)]The and the Commissioner of Consumer Protection may, either jointly or separately, after notice and hearing, impose a single civil penalty for each violation on any person who (1) engages in or practices the work or occupation for which a license or apprentice registration certificate is required by this chapter, chapter 394, chapter 399b or chapter 482 without having first obtained such a license or certificate, or [who] (2) wilfully or negligently employs or supplies for employment a person who does not have such a license or certificate or who wilfully and falsely pretends to qualify to engage in or practice such work or occupation, or [who] (3) engages in or practices any of the work or occupations for which a license or certificate is required by this chapter, chapter 394, chapter 399b or chapter 482 after the expiration of the license or certificate, or [who] (4) violates any of the provisions of this chapter, chapter 394, chapter 399b or chapter 482 or the regulations adopted pursuant thereto. Such penalty shall be in an amount not more than one thousand dollars for a first violation of this subsection,

67

68

69

70

71

72

73

74

75

76

77

78

79

80

81

82

not more than one thousand five hundred dollars for a second violation of this subsection and not more than three thousand dollars for each violation of this subsection occurring less than three years after a second or subsequent violation of this subsection, except that any individual employed as an apprentice but improperly registered shall not be penalized for a first offense.

- [(c)] (d) If an examining board or the Commissioner of Consumer Protection imposes a civil penalty under the provisions of subsection [(b)] (c) of this section as a result of a cease work order issued by, or violation initially reported by, a municipal building official in accordance with subsection (c) of section 29-261, the commissioner shall, not less than sixty days after collecting such civil penalty, remit one-half of the amount collected to such municipality.
- [(d)] (e) A violation of any of the provisions of this chapter shall be deemed an unfair or deceptive trade practice under subsection (a) of section 42-110b.
- 100 [(e)] (f) This section shall not apply to any person who (1) holds a 101 license issued under this chapter, chapter 394, chapter 399b or chapter 102 482 and performs work that is incidentally, directly and immediately 103 appropriate to the performance of such person's trade where such 104 work commences at an outlet, receptacle or connection previously 105 installed by a person holding the proper license, or (2) engages in work 106 that does not require a license under this chapter, chapter 394, chapter 107 399b or chapter 482.
- Sec. 3. Subsection (a) of section 21a-8 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective* 110 October 1, 2014):
- 111 (a) The Department of Consumer Protection shall have the 112 following powers and duties with regard to each board or commission 113 transferred to the Department of Consumer Protection under section 114 21a-6:

115 (1) The department shall control the allocation, disbursement and 116 budgeting of funds appropriated to the department for the operation 117 of each board or commission transferred to said department.

- 118 (2) The department shall employ and assign such personnel as the 119 commissioner deems necessary for the performance of each board's or 120 commission's functions.
 - (3) The department shall perform all management functions, including purchasing, bookkeeping, accounting, payroll, secretarial, clerical, record-keeping and routine housekeeping functions.
 - (4) The department shall conduct any necessary review, inspection or investigation regarding qualifications of applicants for licenses or certificates, possible violations of statutes or regulations, accreditation of schools, disciplinary matters and the establishment of regulatory policy, and make recommendations to the appropriate board or commission. In connection with any such investigation, the Commissioner of Consumer Protection, or the commissioner's authorized agent, may administer oaths, issue subpoenas, compel testimony and order the production of books, records and documents. If any person refuses to appear, to testify or to produce any book, record or document when so ordered, a judge of the Superior Court may make such order as may be appropriate to aid in the enforcement of this section.
 - (5) The department shall administer any examinations necessary to ascertain the qualifications of applicants for licenses or certificates and shall issue licenses or certificates to qualified applicants. The department shall maintain rosters of licensees or registrants and update such rosters annually, and may provide copies of such rosters to the public for an appropriate fee.
 - (6) The department shall conduct any necessary investigation and follow-up in connection with complaints regarding persons subject to regulation or licensing by the board or commission.

(7) The department shall perform any other function necessary to the effective operation of the board or commission and not specifically vested by statute in the board or commission.

(8) The department shall receive complaints concerning the work and practices of persons licensed, registered or certified by such boards or commissions and shall receive complaints concerning unauthorized work and practice by persons not licensed, registered or certified by such boards or commissions. The department shall distribute monthly a list of all complaints received within the previous month to the chairperson of the appropriate board or commission. The department shall screen all complaints and dismiss any in which the allegation, if substantiated, would not constitute a violation of any statute or regulation. The department shall distribute notice of all such dismissals monthly to the chairperson of the appropriate board or commission. The department shall investigate any complaint in which the allegation, if substantiated, would constitute a violation of a statute or regulation under its jurisdiction. In conducting the investigation, the commissioner may seek the assistance of a member of the appropriate board, an employee of any state agency with expertise in the area, or if no such member or employee is available, a person from outside state service licensed to perform the work involved in the complaint. Board or commission members involved in an investigation shall not disciplinary proceedings resulting from such participate in investigation. The Commissioner of Consumer Protection may dismiss a complaint following an investigation if the commissioner determines that such complaint lacks probable cause. Notice of such dismissal shall be given only after approval by [the chairperson of] the appropriate board or commission. The commissioner may authorize a settlement if the settlement is approved by the complainant, the practitioner, and the board or commission. [The] With respect to any complaint that is not authorized for settlement, the commissioner [may] shall bring a complaint before the appropriate board or commission for a formal hearing if the commissioner determines that there is probable cause to believe that the offense alleged in the complaint has been committed and that the practitioner named in the

146

147

148

149

150

151

152

153

154

155

156

157

158159

160

161

162

163

164

165

166

167

168

169

170

171

172

173

174

175

176177

178

179

complaint was responsible. The commissioner, or the commissioner's authorized agent, shall have the power to issue subpoenas to require the attendance of witnesses or the production of records, correspondence, documents or other evidence in connection with any hearing of a board or commission. All dispositions and final decisions by the Department of Consumer Protection after an investigation into a complaint has begun shall be forwarded to the chairperson of the appropriate board or commission on a monthly basis.

- (9) The department may contract with a third party, if the commissioner deems it necessary and if the appropriate board or commission consents, to administer licensing examinations and perform all attendant administrative functions in connection with such examination and to monitor continuing professional education requirements, and may require the payment of a fee to such third party.
- 196 Sec. 4. Section 21a-9 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2014*):
 - (a) With regard to the boards and commissions within the Department of Consumer Protection, the Commissioner of Consumer Protection and such boards (1) shall adopt uniform rules of procedure, [consistent] in accordance with chapter 54, for hearings and other proceedings to be conducted by the boards or commissions or by the commissioner and for the giving of notice to persons affected by such proceedings, and (2) may, where authorized by statute, adopt regulations regarding any subject within the jurisdiction of a board or commission.
 - (b) Any rules of procedure and regulations adopted pursuant to this section shall be adopted in accordance with chapter 54. No regulation shall be adopted by the commissioner pursuant to this section until the appropriate board or commission has [had reasonable opportunity to review] approved the proposed regulation. [and to offer comments thereon.]

(c) Each such board or commission may act in accordance with the provisions of subdivision (7) of section 21a-7, and the commissioner may act in accordance with the provisions of subdivision (3) of subsection (b) of section 21a-8, in the case of a practitioner who: (1) Engages in fraud or material deception in order to obtain a license, registration or certificate issued by the board or commission or to aid another in obtaining a license, registration or certificate issued by the board or commission; (2) performs work beyond the scope of the license, registration or certificate issued by the board or commission; (3) illegally uses or transfers a license, registration or certificate issued by the board or commission; (4) performs incompetent or negligent work; (5) makes false, misleading or deceptive representations to the public; (6) has been subject to disciplinary action similar to that specified in subdivision (7) of section 21a-7 or subdivision (3) of subsection (b) of section 21a-8 by a duly authorized professional agency of the United States, any state within the United States, the District of Columbia, a United States possession or territory or a foreign jurisdiction; or (7) violates any provision of the general statutes or any regulation [established] adopted thereunder [,] relating to the practitioner's profession or occupation.

- 233 (d) As used in chapters 390, 391, 392, 393, 394, 396, 400g, 400j, 482 and 400*l*:
 - (1) "Certificate" includes the whole or part of any Department of Consumer Protection permit which the department issues under authority of the general statutes and which (A) authorizes practice of the profession by certified persons but does not prohibit the practice of the profession by others, not certified, (B) prohibits a person from falsely representing that such person is certified to practice the profession unless the person holds a certificate issued by the department, and (C) requires as a condition of certification that a person submit specified credentials to the department which attest to qualifications to practice the profession.
- 245 (2) "License" includes the whole or part of any Department of

213

214

215

216

217

218

219

220

221

222

223

224

225

226

227

228

229

230

231

232

235

236

237

238

239

240

241

242

243

Consumer Protection permit, approval, or similar form of permission which the department issues under authority of the general statutes and which requires (A) practice of the profession by licensed persons only, (B) demonstration of competence to practice by examination or other means and meeting of certain minimum standards, and (C) enforcement of standards by the department or regulatory board or commission.

(3) "Registration" includes the whole or part of any Department of Consumer Protection permit which the department issues under authority of the general statutes and which (A) requires persons to place their names on a list maintained by the department before they can engage in the practice of a specified profession or occupation, (B) does not require a person to demonstrate competence by examination or other means, and (C) may be revoked or suspended by the commissioner for cause.

This act shall take effect as follows and shall amend the following sections:			
Section 1	October 1, 2014	20-332(c)	
Sec. 2	October 1, 2014	20-341	
Sec. 3	October 1, 2014	21a-8(a)	
Sec. 4	October 1, 2014	21a-9	

GL Joint Favorable Subst.

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 15 \$	FY 16 \$
Consumer Protection, Dept.	GF - Cost	218,360	287,813
Consumer Protection, Dept.	GF - Revenue	22,500	30,000
	Gain		
Judicial Dept.	GF - Revenue	15,000	20,000
	Gain		
State Comptroller - Fringe	GF - Cost	77,485	103,313
Benefits ¹			

Municipal Impact: None

Explanation

The bill results in a cost to the state of \$295,845 in FY 15 and \$391,126 in FY 16. Additionally the bill results in a revenue gain to the state of \$37,500 in FY 15 and \$50,000 in FY 16. The costs in FY 15 include \$211,360 in salaries, \$77,485 in fringe benefits and, \$7,000 in Other Expenses and Equipment. The costs in FY 16 include \$281,813 in salaries, \$103,313 in fringe benefits and \$6,000 in Other Expenses.

The Department of Consumer Protection (DCP) will need two Occupational Inspectors, two Paralegals and one Consumer Information Representative to carry out the requirements of the bill.

It is anticipated that making it illegal to negligently engage in certain work without the required license or employ unlicensed people will result in an estimated increase of 80 complaints requiring

¹The fringe benefit costs for most state employees are budgeted centrally in accounts administered by the Comptroller. The estimated active employee fringe benefit cost associated with most personnel changes is 36.66% of payroll in FY 15 and FY 16.

investigation by an Occupational Inspector with the support of a Paralegal.

Additionally, the bill will result in "Stop Work Orders", a new responsibility for the DCP. This will require a Consumer Information Representative to process complaints and perform related work, a Paralegal to develop stop work orders and complete compliance work and an Occupational Inspector to monitor compliance.

The bill is anticipated to result in a minimal revenue gain of less than \$15,000 in FY 15 and less than \$20,000 in FY 16 to the Judicial Department by adding to the violation of contractors who engage in work without a required license. In FY 13 there were no convictions under the current statute. It is anticipated that this new provision will result in less than 15 convictions in FY 15 and 20 in FY 16.

Finally it is anticipated that fines by the DCP for engaging in certain work without the required license or employing unlicensed people will increase by \$22,500 in FY 15 and \$30,000 in FY 16.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to inflation and the number of violations of provisions in the bill.

OLR Bill Analysis sSB 412

AN ACT CONCERNING THE ENFORCEMENT OF CERTAIN OCCUPATIONAL LICENSING STATUTES.

SUMMARY:

This bill makes several changes to the Department of Consumer Protection's (DCP) occupational licensing enforcement laws. The bill:

- 1. makes it illegal to negligently (a) engage in certain work without the required license or (b) employ unlicensed people (§ 2);
- 2. requires the DCP commissioner or appropriate examining board to issue cease work orders for certain unlicensed work (§ 2);
- 3. requires the commissioner, with the agency's boards, to adopt procedural rules for hearings and proceedings before him or DCP's boards and commissions (see BACKGROUND) (§ 4);
- 4. prohibits him from adopting regulations affecting the boards and commissions until they have approved them (§ 4);
- 5. allows him and the appropriate examining board to make the report to the appropriate state's attorney together (§ 1);
- 6. requires the boards or commissions, instead of their chairpersons, to approve dismissal of certain complaints DCP receives (§ 3); and
- 7. requires the commissioner, instead of allowing him, to bring certain complaints before the boards or commissions for formal hearings (§ 3).

The bill also makes technical changes.

EFFECTIVE DATE: October 1, 2014

§ 2 — PENALTIES FOR VIOLATIONS

Criminal Negligence

The bill makes it a class B misdemeanor for certain contractors to negligently:

- 1. perform work without first obtaining the required permit or certificate and license;
- 2. hire or provide an uncertified or unlicensed person to perform the work;
- 3. perform the work when the required license has expired.

A class B misdemeanor is punishable by a fine of up to \$1,000, imprisonment for up to six months, or both. The bill also makes these violations an unfair or deceptive trade practice under the Connecticut Fair Trade Practices Act (CUTPA) (see BACKGROUND). Existing law imposes these penalties on people who commit the above actions wilfully.

These penalties apply to people who perform electrical; plumbing and piping; solar; heating, piping, cooling, and sheet metal; fire protection sprinkler systems; elevator installation, repair, and maintenance; irrigation; automotive glass or flat glass; or swimming pool maintenance and repair work.

Cease Work Order

The bill requires the DCP commissioner, the applicable examining board, or both together, to issue and deliver a cease work order when:

- 1. he or the board finds someone performing work or allowing work to be performed without a required permit, license, or certificate and
- 2. the work is not part of a bona fide dispute among people in the trade, regardless of licensure.

The commissioner or board must, within 48 hours of finding the violation, issue and deliver the order to the person responsible for the violation. If the commissioner issues the order, he must give a copy of it to the board, and vice versa. The bill also allows him and the board, separately or together, to notify municipal building officials of the order or ask them to issue one.

Under the bill, a cease work order must require all unlicensed, unpermitted, or uncertified people working at the worksite to immediately stop work and leave the site. Anyone who is issued an order may ask for a hearing before the commissioner and board. The request must be in writing, to the commissioner, within 10 days after the order is issued. The hearing must be held within 10 days after the request.

Civil Fines

The bill extends existing civil fines for performing certain unlicensed or uncertified work to people who negligently use or provide an unlicensed or uncertified person to perform work that requires a license or certification. By law, the fines are up to (1) \$1,000 for a first violation, (2) \$1,500 for a second violation, and (3) \$3,000 for violations occurring within three years of a second or subsequent violation. Improperly registered apprentices are exempt from a penalty for a first offense.

By law, the appropriate examining board or the commissioner can impose these civil penalties. The bill (1) allows them to issue the fine together and (2) specifies that a single penalty is issued for each violation.

Under existing law, if the commissioner collects a civil penalty from a violation that was reported to him by a municipal building official, he must remit half of the collected funds to the municipality. The bill expands the circumstances under which the commissioner must remit these funds to include penalties resulting from cease work orders issued by municipal building officials.

§ 4 — REGULATION APPROVAL

Under current law, the commissioner (1) must adopt the procedural rules for hearings and proceedings before him or DCP's boards or commissions and (2) may adopt regulations for the subjects within the boards or commissions purview when the law allows for it. The bill makes the commissioner adopt the procedural rules and regulations with the boards, but not the commissions.

The bill prohibits the commissioner from adopting regulations unless the affected board or commission has approved them. Current law only provides the boards or commission with a reasonable opportunity to review and comment on the regulations.

§ 1 — REPORTING VIOLATIONS

By law, the commissioner, with help from the examining boards for certain occupations, may adopt regulations establishing practice, standards, experience, and training requirements for the occupations. This applies to electrical; heating, piping, cooling, and sheet metal; plumbing and piping; elevator installation, repair, and maintenance; fire protection sprinkler systems; and automotive glass and flat glass work.

Current law requires an examining board, or the commissioner or his agent to, after a hearing showing a violation of the occupational licensing law or regulations, report the violation to the state's attorney for the district where it occurred.

The bill (1) eliminates the agent's authority to make the report and (2) allows the board and commissioner to report the violation together. By law, the report is in addition to the penalties imposed for violating the licensing law or its regulations.

§ 3 — DCP COMPLAINTS

Dismissals

This bill eliminates the boards' or commissions' chairpersons' authority to approve dismissing complaints investigated by DCP for

which no probable cause is found. It instead requires the applicable board or commission to approve the dismissal.

By law, DCP receives complaints on (1) the work and practices of people licensed or certified by its boards or commissions and (2) unauthorized work and practices by unlicensed people. DCP screens the complaints and dismisses those that, if substantiated, would not violate the law or an applicable regulation. DCP must investigate the complaints that, if substantiated, would be a violation.

Formal Hearings

By law, the commissioner may settle a complaint if it is approved by both parties and relevant board or commission. Current law allows him to bring a complaint to the appropriate board or commission for a formal hearing if he determines that (1) there is probable cause to believe that the offense was committed and (2) the person named in the complaint was responsible.

The bill eliminates the commissioner's discretion to bring complaints before the board or commission. Under the bill, for complaints without a settlement, he must bring the complaint before the board or commission if he finds probable cause and culpability.

BACKGROUND

DCP Boards and Commissions

The following boards and commissions are within DCP:

- 1. Architectural Licensing Board;
- 2. examining boards for electrical; plumbing and piping; heating, piping, cooling, and sheet metal; elevator installation, repair, and maintenance; fire protection sprinkler systems; and automotive glass and flat glass work;
- 3. State Board of Television and Radio Service Examiners:
- 4. Commission of Pharmacy;

- 5. State Board of Landscape Architects;
- 6. State Board of Examiners for Professional Engineers and Land Surveyors;
- 7. Connecticut Real Estate Commission;
- 8. Connecticut Real Estate Appraisal Commission;
- 9. State Board of Examiners of Shorthand Reporters;
- 10. Liquor Control Commission; and
- 11. Home Inspection Licensing Board (CGS § 21a-6).

Connecticut Unfair Trade Practices Act (CUTPA)

The law prohibits businesses from engaging in unfair and deceptive acts or practices. CUTPA allows the DCP commissioner to issue regulations defining what constitutes an unfair trade practice, investigate complaints, issue cease and desist orders, order restitution in cases involving less than \$5,000, enter into consent agreements, ask the attorney general to seek injunctive relief, and accept voluntary statements of compliance. It also allows individuals to sue. Courts may issue restraining orders; award actual and punitive damages, costs, and reasonable attorney's fees; and impose civil penalties of up to \$5,000 for willful violations and \$25,000 for violation of a restraining order.

COMMITTEE ACTION

General Law Committee

Joint Favorable Substitute Yea 13 Nay 4 (03/18/2014)